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Pertinent items having to do with national policy on hard-core unemployed and specific applications and techniques drawn from organizational experiences are identified. The compilers focused upon 1968 publications; the earliest publication date is 1964. The 41 entries are organized under the following headings: (1) Poverty in the Community and the Nation--The Hard-Core Unemployed, (2) Getting and Holding Jobs by the Hard-Core Unemployed, (3) Learning and Retraining Problems and (4) Experiences with Integrating the Hard-Core into Work Involvement. (JK)

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Reference Memorandum Series

THE HARD-CORE UNEMPLOYED, AN ANNOTATED BIBLIOGRAPHY

Compiled by Professor Emil Mesics
with the assistance of Samuel Marcus

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INTRODUCTION The recent past has been accompanied by an intensive concern at the city level and the Federal level for the economic and social welfare of the poor in the U. S. One can speculate about reasons for this concern and conclude that it grows out of a sincere interest in bringing the under-privileged into the mainstream of society or that it results from a reaction to the disturbance in some of our Ghetto areas in the past several years. Irrespective of the reasons, the fact remains that effort and expenditure have been accorded to analyses of the total problem and sincere efforts to reach the hard-core unemployed in a desire to facilitate entry into the work force. The result has been the appearance of an abundant analytical and descriptive literature as well as the detailing of public and private sector experiences in handling the problem.

Our purpose in preparing this bibliography has been to identify the current, and most relevant, literature in the field. Mainly we have looked at the periodical and book literature that has appeared in 1968, but it was unavoidable to include material which came out in the several years previous to that time. What appears here is our assessment of the essential and pertinent items dealing with the general problem having to do with national policy and specific applications and techniques drawn from organizational experiences.

POVERTY IN THE COMMUNITY AND THE NATION -- THE HARD-CORE UNEMPLOYED

BROWN, STANLEY H. "Detroit: Slow Healing of a Fractured City." Fortune, Vol. LXXI, No. 6 (June, 1965) pp. 142-145.

A political assessment of the agonizing post-riot problems of Detroit and the power elements of the city whose efforts must be coordinated to effect economic and social change. The focus is on the key role of the city administration and the support it needs to gain if the deep wounds of the past are to be healed.

BUDD, EDWARD C. (ed.) Inequality and Poverty. New York: W. W. Norton and Company, 1967. 217 pp.

In order to attack the social problems growing out of inequality and poverty it is essential to identify and agree upon the basic sources of inequality. This book attempts to put the problem into economic and social perspective by drawing on the current and historical resources of able specialists in the field. Proposes some solutions for arriving at a level of economic equality.

"Business and the Urban Crisis." Business Week: February 3, 1968, pp. C1-C16.

This piece is another perceptive look specifically at the problem of the urban poor and the policies and practices that are appropriate for business to follow in the areas of jobs, housing, and education. Much of what is here can be found in other articles and reports but in this case it is integrated so that representatives of the business community can draw a clearer focus on the over-all role they will need to play as their contribution to handling the problem.

Chamber of Commerce of the United States. The Disadvantaged Poor: Education and Employment. (Third Report of the Task Force on Economic Growth and Opportunity) Washington, D.C., 1966. 447 pp.

The U.S. Chamber employs the Task Force approach to attack the problems of the poor in relation to the rest of society. The Task Force composition is respectable and the resulting document is a contribution to the literature. The first third of the book is devoted to recommendations and supporting data and the remainder represents papers by eminent experts in the field of poverty and the minorities.

EVERETT, ROBINSON O. (Editor) Anti-Poverty Programs. Dobbs Ferry, New York: Oceana Publications, Inc., 1966. 249 pp.

Members of the legal profession as individuals and as a field look at problems of the poor and at various means for alleviating the condition of poverty in the U. S. Concludes with a section devoted to the role of law and lawyers in the process of social change and pleads for the development of processes to involve the profession.

GINSBERG, ELI. Manpower Agenda for America. New York: McGraw-Hill, 1968. 250 pp.

The author cites the historical derivations of the U.S. Manpower Policy and focuses on the technical, economic, social, and ethnic problems of these times. Concludes that changes in emphasis on policy are inevitable. Stresses the need to reconcile prevailing attitudes about the pursuit of individual freedom while submitting to the effects of planning on a national scale. In this volume Ginsberg continues the seminal incursions into the area of Human Resource Utilization which have identified him as an influential leader in matters dealing with Manpower Policy.

HIESTAND, DALE L. Economic Growth and Employment Opportunities for Minorities. New York: Columbia University Press, 1964. 127 pp.

Explores in depth the relationship between economic growth and the employment patterns of minority groups in the U.S. Findings reveal that an expanding economy draws various segments of minorities into rewarding employment but by no means universally. Major problems continue to exist which have disturbing social connotations.

JAKUBAUSKAS, EDWARD B. and C. PHILLIP BAUMEL (eds.) Human Resources Development. Ames, Iowa: Iowa State University Press, 1967. 163 pp.

The focus of this book is on the economic and social considerations inherent in human resources development, with emphasis placed on those segments of our society which have been most neglected. A comprehensive and readable text representing a wide variety of specialists of unchallenged authority in their fields. At this point in time the volume is the most current analysis of the central problems involved in human resource development in the U.S.

KILLINGSWORTH, CHARLES C. Jobs and Income for Negroes. (Policy Papers in Human Resources and Industrial Relations, No. 6) Ann Arbor, Michigan: Institute of Labor and Industrial Relations, University of Michigan, 1968. 92 pp.

Report documents that while the total rate of unemployment in the U.S. has been reduced by 1966, the rate for Negroes has not kept pace. Examines the causes of this phenomenon and outlines strategies for improving the status of Negroes in the society. Suggests the stimulation of aggregate demand as well as "structural" remedies for alleviating unemployment need to be utilized to effect favorable results in the Negro employment rate.

Manpower Report of the President. Washington: Government Printing Office, April, 1968.323 pp.

This report addresses itself specifically to poverty and deprivation as factors influencing employment. Indicates that national manpower policy embraces efforts to bring the previously unemployables into dignified and productive work. Lists and describes the programs which are designed to utilize skill potentials and alleviate poverty through work involvement. Of particular importance is the program identified as JOBS (Job Opportunities in the Business Sector) relating the private sector and government in the process of drawing the previously unemployed into the work force and training them in work skills.

MENCHER, SAMUEL. Poor Law to Poverty Program. Pittsburgh: University of Pittsburgh Press, 1967. 476 pp.

Provides a historical perspective for the social and economic attitudes from which current concepts about meeting the needs of the poor in society have been derived. Concludes that any planning for alleviating poverty in contemporary society must take into account the vast social and economic problems that demand new policies, strategies and techniques.

National Industrial Conference Board. National Conference on Corporate Urban Programs: An Investment in Economic Progress and Social Order. New York, 1968. 91 pp.

Business and industrial leaders critically look at the central city and at themselves to identify the kinds of problems with which they need to cope immediately. Some of what has been done to relieve congestion, poverty and unemployment in cities across the country is described. The conclusions drawn are that business and industry principals must immerse themselves more deeply and must seek solutions through more intensive involvement.

New Detroit Committee. Progress Report of the New Detroit Committee. Detroit: Metropolitan Fund, Inc. 1968. 160 pp.

The Detroit riots of 1967 prompted a serious reappraisal of community efforts to create an environment of growth opportunity for all its citizens. This report represents an assessment of where Detroit has been and where responsible citizens hope it will go, so it becomes a blueprint for action. Coordinated with the basic considerations embodied in the Kerner Report and their implications for Detroit.

ROSS, ARTHUR, M. and HERBERT HILL (eds). Employment, Race and Poverty. New York: Harcourt, Brace & World, 1967. 598 pp.

A distinguished list of knowledgeable authors assess the many facets of the Negro's search for a dignified and useful role in society. A basic text for those who desire to understand the problem and contribute to its solution.

RYSCAVAGE, PAUL M. and HAZEL M. WILLACY. "Employment of the Nation's Urban Poor." Monthly Labor Review: Vol.91, No. 8 (August 1968), pp. 15-21.

A careful statistical analysis of the relationship of the poor in the U. S. population and labor force participation. Expresses the magnitude of the problem still to be met to raise the standard of living of a significant number of Americans who live in poverty and deprivation.

SILBERMAN, CHARLES E. "The Mixed-Up War on Poverty." Fortune, Vol. LXXII, No. 2 (August, 1965), pp. 156-161.

To what degree is it feasible and politically possible to bring the poor into meaningful dialogue about matters in which they have a stake and which they can help to resolve? This question remains central to the resolution of social and economic problems involving the poor in our society, and we need to learn the skills that effective communication demands.

SOMERS, GERALD G., and BURTON A. WEISBROD. The Development of Human Resources. (University of Wisconsin, Industrial Relations Research Institute. Reprint series No. 97). Madison Wisconsin, 1968, pp. 80-164.

Two economists look at various facets of U.S. Manpower Policy, particularly those dealing with retraining and relocation, and make an assessment on the basis of benefit-cost ratios. Conclude that evidence demonstrates that productivity benefits fall short of costs and justification for such programs will depend on social welfare objectives at this time.

U. S. Congress. Senate, Committee on Labor and Public Welfare, Examination of the War on Poverty, Hearings before the Subcommittee on Employment, Manpower, and Poverty. Ninetieth Congress, Washington: Government Printing Office, Washington, D. C., 1967.

A report of the testimony and statements submitted to the subcommittee studying poverty and unemployment in the U.S. preparatory to recommending Congressional action. These hearings in 1967 serve to bring the results of previous Congressional actions under review and provide the basis for further governmental action.

GETTING AND HOLDING JOBS BY THE HARD-CORE UNEMPLOYED

BARRETT, RICHARD S. "Gray Areas in Black and White Testing." Harvard Business Review: Vol. 46, No. 1, (Jan.-Feb., 1968), pp. 92-95.

Instead of consigning all tests to the wastebasket because they present problems of class discrimination, the author urges that employers using tests need to develop and validate them to minimize the effect of such discrimination. With valid tests he can hire the best potential employees regardless of race from the available labor market.

CALLENDAR, EUGENE S. "Business and the Hard-Core Unemployed: The Ghetto Subculture." Personnel: Vol. 45, No. 4 (July-August, 1968), pp. 8-14.

Restates the social and economic conditions which cause Ghettos and outlines appropriate roles for black and white leadership to eliminate the conditions. Identifies the efforts of the "street academy" to upgrade the motivation of the underprivileged.

CLARK, KENNETH B. "No Gimmicks, Please Whitey." Training in Business and Industry, Vol. 5, No. 11,November, 1968), pp. 27-30.

In order to draw Ghetto youth into employment and training for productive work, employers need to understand the sources of the attitudes they express in various behavioral forms. The author sets forth some of these sources and urges that whatever is done be done with sincerity and respect for the individual's potential. Training programs must be designed in a manner to take into accout the effects of a generally inferior educational program to which Negroes have been exposed, while at the same time holding to performance standards similar to those expected from all employees. This piece can form the basis for training supervisors about the psychology of the Ghetto resident and his learning problems and capacities.

STRAUSS, GEORGE. "The Negro and Apprenticeship: A Review Article." Journal of Human Resources: Vol. III, No. 3 (Summer 1968), pp. 376-383.

A brief analysis of the various elements which have contributed to the low entry rate of Negroes into skilled trades apprenticeship. Assesses the respective roles of management and unions as they have influenced absorption of Negroes in skilled trades occupations.

"The Unfinished Business of Negro Jobs." Business Week: June 12, 1965. pp. 82-84.

A status report on progress being made in integrating minority groups into the work force in 1965. Anticipates the probable effects of Title VII of the Civil Rights Act of 1964 in terms of employer attitudes, finding candidates and training them.

LEARNING AND RETRAINING PROBLEMS

BORUS, MICHAEL E. "The Cost of Retraining the Hard-Core Unemployed." Labor Law Journal Vol. 16, No. 9 (September 1965), pp. 574-583.

An economic analysis of the cost and employment benefits of training under the 1963 and 1965 Amendments of MDTA. The efforts involved have not drawn substantial numbers of hard-core unemployed into training and ultimate employment despite the higher cost of the effort. Author notes the "vacuum effect" of MDTA training as a means for drawing the hard-core into jobs demanding lower level skill training.

CHANSKY, NORMAN M. Untapped Goods. Springfield, Illinois: Charles C. Thomas, 1966, 267 pp.

Author describes and evaluates the operation and results of the North Carolina program called Operation Second Choice which was designed as a retraining effort to draw dropouts into productive employment. An excellent assessment of the dropout phenomenon and its varied causes explored in depth. Suggests testing, training, and counseling methods for handling dropouts which warrant further experimentation.

GARRITY, JOHN T. "Red Ink for Ghetto Industries?" Harvard Business Review: Vol. 46, No. 3 (May-June 1968), pp. 5-16.

This is another article raising the question of benefit to cost ratio as it applies to Ghetto-centered new industrial establishments. A comparison is made between the economic returns on such an operation and another selected on the basis of typical plant location criteria. Suggests basic elements an enterprise must take into account including government sponsored incentives, and advance managerial planning, in order to minimize risk and to assume social responsibility objectively.

HOOS, IDA R. Retraining the Work Force. Los Angeles, California: University of California Press, 1967,281 pp.

A comprehensive analysis based on case studies, describing and evaluating various devices for developing knowledge and skills essential for job maintenance in a technological environment of continuous change. Views available manpower as a resource rather than as a commodity and urges the meaningful use of human talents and capabilities in order to cope with a national social problem.

RIESMAN, FRANK. "New Careers: A Workable Approach to Hard-Core Unemployment." Personnel: Vol. 45, No. 5 (September-October), 1968, pp. 36-44.

Selection and intial job instruction is not enough to keep this category of entrants on the job with any degree of permanence. Normal training procedures must be enhanced with job restructuring, supervisory understanding and cooperation, and opportunities for development and growth.

U. S. Office of Manpower, Automation and Training. Unemployment and Retraining: An Annotated Bibliography of Research. Washington: Government Printing Office, November 1965, 31 pp.

A useful compilation of books and periodical articles dealing with social-psychological factors in job training and hard-core unemployment. Covers recent concern for the problem as well as references to the problem in the Depression and post-Depression periods.

WEBSTER, STATEN W. (editor) The Disadvantaged Learner. San Francisco, California: Chandler Publishing Company, 1966, 644 pp.

In order to attack the community problems associated with the training and employment of the disadvantaged poor, it is essential to identify and define the nature of the individuals under consideration. This book provides documentation by competent authorities as to the central characteristics of the hard-core unemployed, how they learn, and in turn, how they should be taught. A useful resource text for those engaged in programs to alleviate poverty by employment and training.

EXPERIENCES WITH INTEGRATING THE HARD-CORE INTO WORK INVOLVEMENT

GASSLER, LEE S. "How Companies are Helping the Undereducated Worker." Personnel: Vol. 44, No. 4 (July-August, 1967), pp. 47-55.

Outlines the Eastman Kodak program for drawing those previously considered unemployable into the work force. Describes the role of the Bureau of Fundamental Education in minimizing functional illiteracy. Reports that the program has demonstrated encouraging results.

GOURLAY, JACK G. The Negro Salaried Worker. (American Management Association Research Study No 70) New York: American Management Assoc., 1965. 103 pp.

Survey report examines what companies have been doing to encourage and increase entry of Negroes into clerical, technical, supervisory, and managerial positions in their organizations. One can conclude that there is evidence of more, but not yet enough, of an increase of employment. The program described can provide the basis for additional efforts to utilize the potentially available skills in the minority population and to identify them with status and prestige level work in organizations.

HAYNES, ULRIC JR. "Equal Job Opportunity: The Credibility Gap." Harvard Business Review: Vol. 46, No. 3 (May-June 1968), pp. 113-120.

A critical article which raises questions about the sincerity of white-collar employing organizations in their actions designed to get them safely under the "Equal Opportunity Employer" blanket. Cites examples of actions which are questionable in purpose. Suggests procedures and practices which will tend to assign more credibility to company efforts to integrate minority members of society into the work force.

The National Committee on Employment of Youth. Help for Out-of-Work Youth, New York, 1962.32 pp.

Very small but positive incursions are being made by various cities into the problems associated with the integration of dropouts into normal employment. This brief report summarized the experiences in three cities, citing problems and failures as well as successes. Provides guidelines for community action.

HODGSON, JAMES D., and MARSHALL H. BRENNER. "Successful Experience: Training Hard-Core Unemployed." Harvard Business Review : Vol. 46, no. 5 (September-October 1968), pp. 148-156.

A detailed description of the Lockheed program for training the hard-core unemployed. Includes a variety of approaches at two company locations. Coverage of the educational methods is particularly insightful and cost data is included.

MARSHALL,RAY. "The Employment and Training of Minorities." In Lloyd Ulman (ed.) Challenges to Collective Bargaining. Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1967. pp. 89-112.

The substance of this paper deals with the institutional forces in the work environment which have served as obstacles to improvement of Negro job entry opportunities. The power and influence of management and labor are identified, as well as the conflicts which bring about problems in labor relations. The unemployed minority member becomes the victim of conflicting institutional forces.

National Industrial Conference Board. Company Experience with Negro Employment. (Studies in Personnel Policy, No. 201) New York, 1966, 2 Vols.

An exhaustive study of company experiences with Negro employment based on work done by a distinguished staff of field interviewers in a variety of establishments. In addition to citing case studies, the report examines the elementary character of Negro employment as an important current national phenomenon.

PATTEN, THOMAS H. JR. and GERALD E. CLARK JR. "Literacy Training and Job Placement of Hard-Core Unemployed Negroes in Detroit." Journal of Human Resources: Vol. III, No. 1 (Winter 1968), pp. 25-62.

The hard-core unemployed are not acceptable for jobs in a substantial number of instances because they lack basic literacy skills. This paper reports a study of an experiment to develop such skills in order to prepare people for job readiness. The study points up the magnitude of the problem and important key limitations to literacy training as a factor in job placement.

Putting the Hard-Core Unemployed into Jobs, A Report of the Business-Civic Leadership Conference on Employment Problems-Chicago, Illinois, June 5-7, 1967, Parts I and II. Washington: Government Printing Office, 1968

The value of this report lies in the fact that it recites a series of experiences at the company and community levels. Covers a variety of industry and regional exposures so that those interested can pursue the source for greater detail about initiating and conducting programs.

TURRENTINE, JAMES L. "Business and the Hard-Core Unemployed: A Corporate Program for Urban Action." Personnel: Vol. 45, No. 4 (July-August, 1968). pp. 15-20.

Describes the comprehensive attack by Pitney-Bowes, Inc. on the problem of bringing workers from minority groups into the mainstream of responsible employment.

U.S. Department of Labor. Finding Jobs for Negroes: A Kit of Ideas for Management Manpower and Automation Research (Monograph No. 9) Washington: Government Printing Office, November 1968. 13 pp.

When a company embarks on a program to equalize employment opportunities it faces problems not normally encountered. This brief, succinct report,based on the experiences of twenty companies, reveals some methods and strategies used to meet such problems. Emphasizes the need for developing, communicating, and administering a viable policy for the organization.

WEEKS, CHRISTOPHER. Job Corps. Boston: Little, Brown and Company. 1967. 241 pp.

An interesting account of the social assumptions behind the Job Corps program, its political history, its administration, and its failures and achievements. A valuable narrative describing one of the nation's attempts to relieve the effect of poverty through social technology.